

CITIZEN PARTICIPATION IN PLANNING:
THE OPINIONS AND PRACTICES
OF SOME PLANNING DIRECTORS

by

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B. A., Vanderbilt University, 1970

A NON-THESIS PROJECT

submitted in partial fulfillment of the
requirements for the degree

MASTER OF REGIONAL AND COMMUNITY PLANNING

Department of Regional and Community Planning

KANSAS STATE UNIVERSITY

Manhattan, Kansas

1973

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Chapter 1

INTRODUCTION

"And if provision for dialogue and drama, in all their ramifications, is one of the essential offices of the city, then one key to urban development should be plain - it lies in the widening of the circle of those capable of participating in it, till in the end all men take part in the conversation."¹

CITIZEN PARTICIPATION is a phrase that is resounded all across the nation. In the last decade the federal government has placed much emphasis on citizen participation in specific programs. Citizen participation is one of the elements of the Workable Program requirements that must be met to obtain federal funds for Urban Renewal. In the Economic Opportunity Act of 1964 the mandate for "maximum feasible participation" is defined for the War on Poverty; and the Demonstration Cities and Metropolitan Act of 1966 provided for "widespread citizen participation" in Model Cities. The different definitions and implications of citizen participation in each of these programs has been and will continue to be the topic of much debate and research.

It is obvious as one surveys the literature on citizen participation that most of it is concerned with specific programs and very few studies relate citizen participation to the comprehensive city planning process. "Planning is People" is a slogan that has been part of planners' talk

¹ Lewis Mumford, The City in History (New York: Harcourt, Brace and World, Inc., 1961), p. 117.

for many years, but without further clarification the slogan has only shallow meaning. Usually discussion on citizen participation in planning focuses on goal formulation but seldom does one read about citizen participation in the preparation or up-dating of the zoning regulations.

"In the broadest sense, citizen participation in public affairs, particularly at the local level, is a fact of political life that applies no more and no less to urban renewal and city planning than it does to any other function of government."² Participation in the broadest sense is taken for granted at the ballot box but the dilemma comes with the question of whether to incorporate, as a part of the official process, a more active form of citizen involvement. Edmund Burke defines the basis of the dilemma of citizen participation as, "the demand both for participatory democracy and expertise in decision-making."³

There are several ways to study citizen participation and to ascertain whether it is a real dilemma for planners and whether it can be incorporated into many levels of the city planning process. One should realize that the viewpoint of the citizen and the planner may vary with respect to the importance of citizen participation.

² Robert S. Seaver, "The Dilemma of Citizen Participation," Citizen Participation in Urban Development, I, ed. Hans B. C. Spiegel (Washing: NTL Institute for Applied Behavioral Science, 1968), p. 61.

³ Edmund M. Burke, "Citizen Participation Strategies," Journal of the American Institute of Planners, XXXIV (September, 1968), p. 287.

This study focuses on the viewpoints of professional city planning directors. The purposes of the study are threefold:

- To determine the general opinion of professional planners with respect to the need for citizen participation in the city planning process
- To determine what problems planners have found associated with citizen participation
- To determine in what areas of planning do planners consider participation more vital than others (developing goals and objectives, preparing land-use regulations, surveying neighborhood needs, evaluating community facilities, etc.)

In this study citizen participation is defined to be the established relationship between area residents - individual citizens and groups - and city planning staffs and departments.

To survey the opinions of planning directors, a mail questionnaire was used. The questionnaire was sent to planning directors across the United States in cities of 100,000 - 500,000 population and 83% of the questionnaires were returned. Chapter 2 explains the methodology in greater detail.

The major portion of this report involves the presentation and analysis of the results of the questionnaire. Chapter 3 is divided into five broad categories: General Opinions on Citizen Participation, The Roles People Play, Problems in Citizen Participation, The Communication Gap, and Citizen Participation in the City Planning Process. In each category the results of the questions pertaining to the issue will be tabulated and then discussion will follow.

In the last chapter the author evaluates the study and discusses some of the issues of citizen participation that require more study and concern for city planners.

Chapter 2

METHODOLOGY

Questionnaire Design

The design of the questionnaire was very structured to facilitate answering the questions. Although more open-ended questions would have allowed for freer responses of the planning directors and fuller expression of ideas, it was decided that the percent of returns would be greater if the questionnaire was short and easy to answer. It was estimated that the questionnaire would take twelve to fifteen minutes of the director's time and longer if additional comments were made.

Additional money and time were spent to make the cover letter and questionnaire neat and professional in appearance. Obtaining the names of the planning directors was a big problem but seventy-five questionnaires were sent with names and twenty-nine without names. A self-addressed, stamped envelope was also part of the questionnaire package.

The questionnaire was not pre-tested. It was reviewed by two faculty members on the basis of questionnaire principles and read by four other faculty members for content and clarity. (Appendix A contains a copy of the cover letter and questionnaire).

Selection of Cities

The selection of the city size, 100,000 - 500,000 population, was based primarily on the interests of the researcher. The middle range of cities was chosen so as to avoid the wide variety of planning practices

that exist in small cities and in very large metropolitan areas. Secondly, all of the cities in the grouping maintain a professional planning staff and provided a manageable number of cities to survey.

The questionnaire was sent to planning directors in cities all across the United States rather than focusing on one geographic region. The cities, 104 total, are the cities for which additional planning information is available in the planning section of The Municipal Year Book - 1972 - Chapter 4 - City Planning Agencies: Organization, Staffing, and Functions, (specifically Table 4/23 - Planning in Local Government: 1971). Originally it was thought that the 104 total included all of the cities in the United States of 100,000 - 500,000 population, but closer examination of the Year Book study indicated that the Year Book data is for 104 of the 123 cities of 100,000 - 500,000 population. The excluded cities are ones that did not respond to the Year Book study; and therefore, those cities were not surveyed in this study.

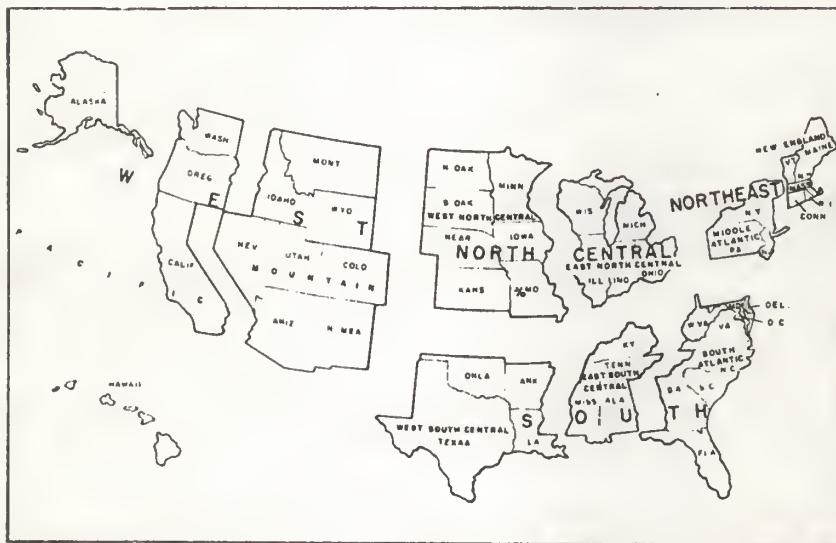
Analysis of Data

For purposes of analysis the location and position held by respondents will be generalized. With respect to position held the breakdown of respondents is as follows: planning directors 63%, assistant directors 22%, and staff members 15%. Since 85% of the respondents were in a top administrative position and several others indicated they had selected a staff member to respond, it was decided that all replies could be considered representative of the agency.

For the most part, analysis is based on the results as figured for the United States as a whole. Where considerable differences are apparent, the information is compared by regions. The four main regions correspond with the regional breakdown in The Municipal Year

Book - 1972 and include the Northeast, North Central, South, and West. The map indicates the states included in each region.

Regions of the United States⁴



⁴This map was reproduced from The Municipal Year Book - 1972, and can be located in the introductory chapter of the Year Book on "How To Use The Year Book."

Percent Return on Questionnaire

Any percent return on a mail questionnaire over 50% is considered good and a percent return of 83% is considered excellent.

Survey Responses

<u>Classification</u>	Number Cities Surveyed	Number Cities Reporting	Percent Return
United States	104	86	83
<u>Geographic Region</u>			
Northeast	19	14	74
North Central	23	23	100
South	38	31	82
West	24	18	75

All of the percents throughout the report are calculated from the number of cities reporting and where necessary a percent for No Answer (NA) is given for each individual question.

Chapter 3

CITIZEN PARTICIPATION IN PLANNING: A SURVEY OF PLANNING DIRECTORS

General Opinions on Citizen Participation

Questions 1 and 2 on the survey were designed to get a general feel for the planners opinions on citizen participation. The questions and responses are given below by percent.

1. In the last decade citizen participation has been a popular phrase. Did you solicit citizen participation in city planning efforts prior to the emphasis placed on it by the federal government for specific programs?

YES _____ NO _____

Responses :Question 1 (By percent)

	<u>YES</u>	<u>NO</u>	<u>NA</u>	<u>OTHER</u>
Total U. S.	68. 6	23. 3	5. 8	2. 3
Regions:				
NE	57. 1	28. 6	7. 1	7. 1
NC	56. 5	30. 4	13. 0	-
S	80. 6	16. 1	-	3. 2
W	72. 2	22. 2	5. 6	-

2. The following statements have been made about planning and citizen participation. Please read each statement and indicate the degree with which you agree or disagree with the statement.

	Strongly Disagree	Disagree	Agree	Strongly Agree	NA
Any definition of planning should include the element of citizen participation.	<u>3.5</u>	<u>14.0</u>	<u>43.0</u>	<u>38.4</u>	<u>1.1</u>
The elected city governing body adequately represents the citizens' interest in the planning decision-making process.	<u>19.8</u>	<u>59.3</u>	<u>14.0</u>	<u>3.5</u>	<u>3.5</u>
Public planning agencies have an obligation to actively involve a wide cross-section of the citizenry in planning.	<u>-</u>	<u>10.5</u>	<u>50.0</u>	<u>39.5</u>	<u>-</u>
Planners have a definite responsibility to seek the opinions and participation of the low-income groups and racial or ethnic minorities.	<u>1.2</u>	<u>15.1</u>	<u>52.3</u>	<u>30.2</u>	<u>1.2</u>

Most planners are familiar with the term, "ivory tower" planners, that is sometimes used to describe planners who operate in their own world and seldom consult with citizens in their plans. For someone who is critical of such elitist planning, it is encouraging to learn that almost 70% of the planners did solicit citizen participation prior to emphasis placed on it by the federal government. It is interesting to note that the Northeast and North Central regions had almost identical responses, and that in both regions the percentage who did not solicit

participation before is higher than in the South and West. While it is not appropriate to specify responses by individual city, the researcher thinks it is important to note that those cities which did not solicit citizen participation before are located in the Middle Atlantic states of the Northeast and the East North Central states of the North Central region. Unfortunately this question does not pinpoint whether a lot or a little participation was solicited nor does it determine who participated in previous years.

Since citizen participation has not received full support in previous years, it is not surprising that the idea of including citizen participation in a definition of planning also elicited varied responses. Given a group of planners it is highly unlikely that any two or more of them would have the same definition of what planning is. It is the opinion of the author that citizen participation is a necessary element in any definition of city planning. Planning for the public interest cannot be justified without citizen participation.

The ideas that are reflected in the remainder of question 2 are central to an understanding of the underlying beliefs that guide planners in their efforts to have citizen participation in planning. Almost 20% of the respondents strongly disagreed that the city governing body adequately represents the citizens' interest and about 60% disagreed. To say that the governing body does not represent the interests of all citizens does not make one a traitor to the governmental system. With the governing body having the final decision-making authority, it is up to the planner to insure that a wide range of interests are represented in the plans or proposals being reviewed by the city governing body. The consequences of various actions for different groups of citizens

should be made clear to the governing body. As one planning director said, "Until we have 'Townhall Meeting' government in cities, the elected official still must make the final decision - there is a point where citizen groups must recognize this fact or accept anarchy."

Because of the great impact of planning decisions on the public, planning agencies most certainly have an obligation to involve actively a wide cross-section of the citizenry in planning. Almost 90% of the planners agreed or strongly agreed with the statement. For the 10% who disagreed and scratched out the words actively or wide, a re-examination of their professional ethics may be in order.

At a time in the United States when it has become necessary for the federal government to create legislation to insure equal opportunity for low-income groups and racial or ethnic minorities, it seemed important to determine what responsibility planners felt toward the problem. The planners did not seem to be greatly committed to seeking the opinions of minorities with only 30% strongly agreeing to a definite responsibility, but an additional 52% did agree to some responsibility. It is interesting to note that 5% of the respondents wrote in that "low-income groups and racial or ethnic minorities should not be considered anymore than anyone else." In the words of one southern planning director, "Of all citizens - we probably have over-reacted to the poor and ignored others-backlash."

There is no set formula or system of weights to apply to the variety of opinions that planners must consider. Hugh Pomeroy, in one of his articles on planning, expresses the problem quite well with the following statement:

The most difficult part of it is to get some effective expression on the part of the inarticulate groups in the community. You can always get the best people in the

community to express themselves on planning. You can always get the interest of those who have some special concern in planning proposals, but the inarticulate people of the community, who in some ways have more at stake because there is less that they can do on their own resources, need some means of expression in this process of citizen participation. Getting such an expression calls for great sensitivity on the part of the planner.⁵

⁵Hugh R. Pomeroy, "The Planning Process and Public Participation," An Approach to Urban Planning, eds. Gerald Bresse and Dorothy Whiteman (Princeton: Princeton University Press, 1953), pp. 34-35.

The Roles People Play

Question 3 of the survey was concerned with the roles that the planner and the citizen play in the city planning process.

3. The planner and the citizen both have roles to play in the city planning process. The statements listed below and on the following page describe possible relationships between the planner and the citizen. Please indicate which statement best represents your conception of the relationship.

1.2 Planners prepare plans and proposals; citizens review final plan and approve.

58.1 Planners consult with citizens during the development of plans, judge citizen input, and finalize the best plan.

24.4 Planners consult with citizens during the development of plans, judge citizen input, and present several alternatives; citizens select one of the alternatives.

12.8 Planners and citizens work in an equal partnership in developing the plan.

1.2 Planners advise citizens; citizens develop the plan and make final decision.

2.3 No Answer.

The idea for this question came from an article entitled "A Ladder of Citizen Participation" by Sherry Arnstein. Arnstein developed a ladder of citizen participation with each rung corresponding to the extent of citizens power in determining the end product. The ladder is as follows:

8 Citizen Control	↑ - Degrees of Citizen Power
7 Delegated Power	↓
6 Partnership	↓
5 Placation	↓ - Degrees of Tokenism
4 Consultation	↓
3 Information	↓
2 Therapy	↓ - Non-Participation
1 Manipulation	

- 1, 2 - center on the idea that enables power holders to "educate" or "cure" the participants.
- 3, 4 - the citizens are heard but there is no "muscle" to insure that their views will change status quo.
- 5 - allows have-nots to advise, but the right to decide remains with powerholders.
- 6 - enables citizens to negotiate and engage in trade-offs with traditional power holders.
- 7, 8 - have-nots obtain majority of decision-making seats, or full managerial power.⁶

Question 3 was an effort to fit some of Arnstein's ideas into the planning context. For almost 60% of the planning directors the best role was considered to be one where citizens are consulted but the planner finalizes the best plan. This relationship correlates best with rung four on the ladder for citizen participation. About 25% of the planners chose the alternative where planners consult with citizens, present several alternatives, and citizens select one of the alternatives. The important differences in this relationship are that planners present several alternatives and not just one plan and that citizens select the best plan. This relationship falls near rung six on the ladder although planners and citizens are not in an equal partnership.

To the researcher the relationship discussed was the one between citizens and planners prior to the presentation to the governing body. Since this was not made perfectly clear, several directors wrote in that the governing body makes the final decision. The governing body does make final planning decisions in most cities and this should be made explicitly clear to the citizens. Furthermore, in some cases when only specific citizens are affected, it is possible that citizens could have control over decisions. On the other hand, very few planning decisions

⁶Sherry R. Arnstein, "A Ladder of Citizen Participation," Journal of the American Institute of Planners, XXXV (July, 1969), p. 217.

affect only a few people so it is necessary for the planner to make recommendations to the governing body based on some balancing of many community interests.

It is important to note in discussing the roles of citizens and planners that as is said so many times, it depends on the situation. One planner said, "One must be more specific, since the interaction of the city planning staff with citizens varies with the type of project or program. In some cases citizens' input can be and should be solicited, and in others they would normally have rather little to contribute." Another planner said, "If a job must move fast, you do less citizen participation. If the citizen group is strong, you do more." A third planning director suggested that, "at the city-wide level planners consult with citizens and present alternatives for them to choose, and at the neighborhood level planners and citizens work in an equal partnership developing the plan."

To summarize as one planner did: "The planner should stimulate, listen to, and represent citizen interests to degree possible. However, he must remember who he is - what role he plays and stay professional. He cannot pander to every popular opinion fad that comes along. Many (most) critical decisions can't (should not) be made wholly on popular opinion. The public planner must define his role, the role of the elected officials, and role of citizens in his every significant action."

Problems in Citizen Participation

The purpose of question 5 was to gain some understanding of the planners feelings about the problems associated with citizen participation.

5. The following remarks have been made by proponents and opponents of citizen participation. Based on your experience, please indicate what you have generally found to be true with respect to citizen participation in the city planning process.

Responses: Question 5
(By Percent for U. S.)

	Never	Rarely	Sometimes	Frequently	Always	NA
Citizens grind their own axes on behalf of their own interest and at the expense of the total community.	—	1.2	32.6	60.5	5.8	—
Citizen participation is necessary to implement a plan.	—	5.8	26.7	43.0	24.4	—
Citizen participation prolongs the planning process.	1.2	1.2	19.8	37.2	39.5	1.2
Citizen participation is a nuisance. It is costly, time-consuming, and frustrating.	2.3	19.8	55.8	9.3	7.0	5.8
Citizen participation is important to the planning process and necessary regardless of the consequences.	—	3.5	12.8	39.6	41.9	2.3

The results of the survey indicate that planners feel that citizens do frequently grind their own axes and at the expense of the total community. The tendency of citizens to grind their own axes is one that exists on both sides of the fence, so to speak. "What happens when a neighborhood

says it wants no Negroes and no low-income public housing?"⁷ The situation becomes extremely difficult to work with on a community-wide basis. On the other hand, it has been found that many times the leaders in minority group neighborhoods become hustlers in a sense and opportunistic for their own ends and not at all representative of the opinions held by the rest of the neighborhood. As one planner said, "Generally speaking we have found citizen participation a Big Waste of Time. The only time we have noted a strong desire among citizens to participate is when there is a project adverse in their opinion to specific neighborhood needs."

Almost 80% of the planning directors said that citizen participation frequently or always prolongs the planning process. For a group that stresses efficiency in administration and decision-making, the delay in the process is no doubt bothersome.

A third problem of citizen participation is that it is costly and time-consuming. It is interesting to note that a different question on the survey uncovered that while planners generally shout that citizen participation is costly, only a little less than 50% account for citizen participation activities in their budget. It should be pointed out that this part of question 5 did have a technical problem which several of the respondents noted and answered no to the first sentence and yes to the second. One planner wrote, "Yes, citizen participation can frequently be costly, time consuming and frustrating," but he added this statement: "As for being a 'nuisance' this depends upon the orientation of the planners involved. Citizen participation will rarely be perceived as a nuisance to a professional planner committed to and convinced of the importance of citizen

⁷ Harold Goldblatt, "Arguments For and Against Citizen Participation in Urban Renewal," Citizen Participation in Urban Development, I, ed. Hans B. C. Spiegel (Washington: NTL Institute for Applied Behavioral Science, 1968), p. 37.

participation in the planning process."¹¹ A strong second to that -- the author could not have stated it any better.

The planning directors did not make a strong statement on whether citizen participation is necessary to implement the plan. Certainly many plans have been implemented without citizen participation so maybe it would have been better to ask if citizen participation facilitates implementation of the plan. One planner responded that "stimulating and responding to citizen participation does take more time and money. However, the resultant plan should be more palatable to the community and should be more easily implemented."¹¹ It is the author's opinion that there is a very strong relationship between participation and implementation, especially in terms of any long-range commitment to improving the urban environment. This is a personal belief and not one based on experience.

Finally, with all the problems that have been alluded to, it was heartening to find that about 40% of the planning directors felt that citizen participation is frequently important and necessary to the planning process and about 40% felt that it always is.

The Communication Gap

The results of question 4 and question 6 are going to be analyzed together for discussion on the communication gap between citizens and planners.

4. Citizens frequently complain that they do not understand planners. Have you found that there is a communication gap between citizens and planners? YES _____ NO _____

Responses-Question 4-a
(By Percent)

	<u>YES</u>	<u>NO</u>	<u>NA</u>
Total U. S.	<u>77.9</u>	<u>19.8</u>	<u>2.3</u>
Regions			
NE	57.1	42.9	-
NC	87.0	13.0	-
S	74.2	19.4	6.4
W	88.9	11.1	-

If YES, please indicate which one of the following is the best solution.

- A. Citizens should increase their understanding of planning.
- B. Planners should communicate in terms of the average citizen and eliminate technical language.
- C. No Solution.
- D. Other (Please specify).

Responses -Question 4-b
(By Percent)

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>
Total U. S.	9.0	46.3	7.5	37.3
Regions				
NE	-	37.5	37.5	25.0
NC	15.0	50.0	5.0	30.0
S	8.7	47.8	4.3	39.1
W	6.2	43.8	-	50.0

It is shocking that as many as 20% of the planners in the U. S. do not feel that a communication gap exists between planners and citizens, and in the Northeast the percentage is as high as 43%. It would seem that these planners have either perfected the art of meaningful

communication and have conducted a highly successful community involvement program in their cities or that they simply do not communicate with the public. The latter is probably a more realistic assessment of the situation.

Of the planners who do perceive a communication gap, most of them place greater responsibility on the planner than on the citizen to bridge the gap. The results indicate that a great many planners had other solutions to the problem besides the given choices on the questionnaire. This question elicited more write-in responses from the planners than did any other question. About half of the other responses indicated that both A and B, that is both planners and citizens must work to bridge the gap. Still other planners had additional comments to make on the subject. To capture their sentiments some of the suggestions will be discussed.

In the Northeast, although 37% felt there is no solution, one planner suggested that there is "need for an on going PR program toward increasing understanding of planning."

In the North Central one planner said, "the citizen is not interested in anything unless his ox is being gored." Another said that there is "a need for frequent, more accurate reporting on the part of local newspapers about planning programs."

In the South, one planner said that "planning schools are oriented to the technical, many planners are not socially sensitive." Another said, "Evolutionary education . . . it is gradually occurring." Several mentioned that "the citizen must be better informed about city government and take an active interest in the city's politics and issues." On a more practical level one planner said, "Planners must involve citizens prior to actual formulation of plan so they are better prepared to think

in a broader context."

In the West the need for an expanded PR program was stressed again and so was the idea that citizens should be better informed about problems of local government - its powers and finances. One planner said, "Planners must educate citizens in the planning process," while another stressed that "planners must make more effort to understand and relate to citizen needs and desires" -- two vastly different approaches.

What becomes obvious is that there is no single or easy solution to the communication gap between planners and citizens. "The emphasis of communication is all too often placed only in one direction, that is from the official to the citizen."⁸ It should be a major concern of city planners to concentrate efforts on improving channels for two-way communication.

Now to examine the channels or techniques of communication that planners use most frequently. Question 6 listed several techniques to obtain citizen participation. Planning directors were asked to indicate how often each of the techniques was used by the planning staff. The results of question 6 are summarized on the following page. (Please note that in Appendix B a detailed reporting of the results of question 6 is available by individual cities in a format that corresponds with The Municipal Year Book - 1972).

⁸City of Tacoma, Washington, City Planning Department, A Report on Citizen Involvement in Community Improvement (Tacoma, 1971), p. 25.

6. Listed below are several techniques to obtain citizen participation. Please indicate how often you use each of the techniques.

Responses - Question 6
(By Percent for U.S.)

	Never	Seldom	Sometimes	Frequently	NA
Public Information Programs (booklets)	<u>3.5</u>	<u>18.6</u>	<u>44.2</u>	<u>30.2</u>	<u>3.5</u>
Community-wide Citizens Advisory Council	<u>10.5</u>	<u>17.4</u>	<u>34.9</u>	<u>33.7</u>	<u>3.5</u>
Technical Advisory Committee	<u>8.1</u>	<u>10.5</u>	<u>44.2</u>	<u>31.4</u>	<u>5.8</u>
Neighborhood Groups	<u>2.3</u>	<u>5.8</u>	<u>40.7</u>	<u>48.3</u>	<u>2.3</u>
Studies conducted by planning staff	<u>2.3</u>	<u>3.5</u>	<u>38.4</u>	<u>54.7</u>	<u>1.2</u>
Sample Surveys for citizen opinions	<u>2.3</u>	<u>31.4</u>	<u>53.5</u>	<u>11.6</u>	<u>1.2</u>
Informal Work Sessions with citizens	<u>4.7</u>	<u>19.8</u>	<u>46.5</u>	<u>26.7</u>	<u>2.3</u>
Field Offices of the planning department	<u>76.7</u>	<u>9.3</u>	<u>5.8</u>	<u>3.5</u>	<u>4.7</u>
Public Hearings	<u>-</u>	<u>-</u>	<u>12.8</u>	<u>84.9</u>	<u>2.3</u>
Employment of lay citizen on planning staff	<u>73.3</u>	<u>12.8</u>	<u>8.1</u>	<u>-</u>	<u>5.8</u>
Mass Media Campaign	<u>17.4</u>	<u>29.1</u>	<u>36.0</u>	<u>11.6</u>	<u>5.8</u>
Other (please specify)					

Ranking of Techniques Used Most Frequently

Public Hearings
Staff Studies
Neighborhood Groups
Community-wide Advisory Council
Technical Advisory Committee
Public Information Programs
Informal Work Sessions
Surveys of Citizens Opinions
Mass Media Campaign
Field Offices
Lay Citizen on Staff

Ranking of Techniques Combining Frequent & Sometimes Use

Public Hearings
Staff Studies
Neighborhood Groups
Technical Advisory Committee
Public Information Programs
Informal Work Sessions
Community-wide Advisory Council
Surveys of Citizen Opinions
Mass Media Campaign
Field Offices
Lay Citizen on Staff

It is beyond the scope of this paper to analyze the pros and cons of each of the techniques, but it is important to look at how each technique relates to the important goal of two-way communication.

It is not surprising that the public hearing is the most frequently used technique for participation because it is frequently required by law. Citizen participation that is forced is often the worst possible form and the public hearing is no exception. Planners contribute to the problem by often giving short notice of the hearings so that citizens have no time to review the proposals, and many times copies of the proposals are not available. It is usually difficult to generate a crowd at a public hearing; and if there is a crowd, it is usually a crowd of opposition shouting to closed ears. The public hearing to date has not been an acceptable form of two-way communication.

Studies conducted by the planning staff, by their nature, probably cannot be considered actual techniques for citizen participation. Studies, of course, are a vital part of the planning effort and usually are conducted in a more formal and scientific manner; but it is interesting to note where the studies fit in with the more informal methods of information gathering.

Neighborhood groups have been most widely used for specific programs such as Urban Renewal. To the extent that the groups are established at the beginning of the project and are representative of the people, they can be effective channels of two-way communication. The use of neighborhood groups for deliberation of more general community-wide programs is one way to get a large number of people involved but it has not been too widely used.

The general advisory committee or community-wide advisory council may or may not be an effective channel of two-way communication. If

the committee members are selected because they will "rubber stamp" decisions that have already been made, obviously not much communication takes place.

Technical advisory committees are primarily ad hoc committees of people knowledgeable in a specific field. Use of technical advisory committees in conjunction with the other citizens groups may lead to a broader basis for decisions.

Public information programs and the distribution of booklets and posters are often tools that encourage one-way communication. Planners like to talk about their responsibility for "educating the public," and the term brings to mind the philosophy of "Planning is good for you -- so shut up!" It seems that planners should spend less time informing the public on community values and more time informing the public on facts that they need to know to reach their own decisions about community development.

While sample surveys for citizens' opinions usually only allow one-way communication, they are, nevertheless, an important source of information which in most cases could help the planner be aware of citizen opinion.

At a time when communications technology is exploding, it is unfortunate that planners do not make greater use of the mass media. The newspaper is an important source that often stimulates discussion and thought on the issues. "The use of radio and television is an excellent means of establishing a solid form of two-way communication if properly used. Talk shows, information spots, meeting announcements, panel discussions, guest programs, etc., are examples."⁹ Open Line or Open

⁹ City of Tacoma, Washington, City Planning Department, A Report on Citizen Involvement in Community Improvement, (Tacoma, 1971), p. 25.

Forum programs are another possible way to discuss community-wide issues.

Field offices of the planning department and employment of a lay citizen on the planning staff are two relatively new and untested ideas, both of which would probably increase opportunities for two-way communication.

On the questionnaire the planning directors suggested several other techniques for citizen participation. These include public presentations (available at any time to groups and school, etc.), public meetings other than hearings, "open executive sessions," and "public information feedback sessions."

To summarize the issues of communication, one person put it in these words:

The critical question may be whether (citizen participation) should be viewed as a public relations policy or genuine community participation and democracy at the grass roots level, designed to give citizens the maximum role possible in the administration and planning of public improvements.¹⁰

It is not really an either/or situation for the planner because good public relations and genuine community participation are both important to the planning process. Experience indicates that in the past planners have spent far too much time on how to have a good public relations program and far too little time thinking about why it is important to have genuine community participation.

¹⁰ Edmund M. Burke, "Citizen Participation in Renewal," The Journal of Housing, XXIII (January, 1966), p. 19.

Citizen Participation in the City Planning Process

One of the purposes of the study was to determine in what areas of planning citizen participation is more vital than others. Question 7 was concerned with citizen participation in specific elements of the city planning process and questions 8 and 9 were concerned with some administrative aspects of citizen participation. The responses given in question 7 are summarized for the United States on the following page. (Please note that in Appendix C a detailed reporting of question 7 is available by individual cities in a format that corresponds with The Municipal Year Book - 1972).

7. Listed below and on the following page are certain elements of the city planning process. Please indicate who you or your staff usually consult in carrying out each of the elements. Check more than one in each category if appropriate.

(continued on following page)

Responses: Question 7
(By Percent for U. S.)

	Solely A Staff Function	Elected City Officials	Other City Agencies	Specific Citizens Affected	General Citizenry	NA
Developing goals and objectives for the master plan	<u>2.3</u>	<u>81.4</u>	<u>72.1</u>	<u>51.2</u>	<u>70.9</u>	<u>2.3</u>
Preparing zon- ing regulations	<u>4.7</u>	<u>72.1</u>	<u>76.7</u>	<u>64.0</u>	<u>39.5</u>	<u>1.1</u>
Preparing sub- division regu- lations	<u>7.0</u>	<u>12.8</u>	<u>74.4</u>	<u>54.7</u>	<u>26.7</u>	<u>4.6</u>
Developing an- nexation policy	<u>3.5</u>	<u>66.2</u>	<u>58.1</u>	<u>19.8</u>	<u>16.3</u>	<u>26.8</u>
Preparing trans- portation plan	<u>2.3</u>	<u>76.7</u>	<u>83.7</u>	<u>32.6</u>	<u>64.0</u>	<u>4.7</u>
Determining re- creation needs	<u>-</u>	<u>67.5</u>	<u>88.4</u>	<u>45.3</u>	<u>55.9</u>	<u>3.5</u>
Evaluating com- munity facilities	<u>3.5</u>	<u>53.5</u>	<u>84.9</u>	<u>47.7</u>	<u>32.6</u>	<u>5.8</u>
Evaluating com- munity services	<u>2.3</u>	<u>50.0</u>	<u>68.6</u>	<u>47.7</u>	<u>38.4</u>	<u>7.0</u>
Surveying neigh- borhood needs	<u>8.1</u>	<u>31.4</u>	<u>64.0</u>	<u>78.0</u>	<u>18.6</u>	<u>4.7</u>
Planning for urban renewal	<u>1.2</u>	<u>64.0</u>	<u>74.4</u>	<u>65.1</u>	<u>28.0</u>	<u>18.7</u>
Dealing with crisis situations	<u>2.3</u>	<u>70.1</u>	<u>62.8</u>	<u>47.7</u>	<u>8.13</u>	<u>14.0</u>
Evaluating cen- tral business district	<u>-</u>	<u>60.5</u>	<u>73.2</u>	<u>76.7</u>	<u>26.8</u>	<u>10.5</u>
Preparing capi- tal improvement program	<u>3.5</u>	<u>71.0</u>	<u>84.9</u>	<u>11.6</u>	<u>32.6</u>	<u>3.5</u>

The general nature and wording in question 7 must be kept in mind when making conclusions about the results. Since the question does not specify which city agencies and under what circumstances citizens are consulted, it is hard to know exactly who is consulted in each element of

the process. A few specific points can be noted, however. Very little work that a planning agency does is solely a staff function. This is certainly part of the theory of comprehensive planning and apparently it is part of the practice. It is expected that the elected city officials and other city agencies would be consulted on almost all issues so the high responses in those categories is expected. Specific citizens affected tend to be consulted the most for determining neighborhood needs, evaluating the central business district, planning for urban renewal, and preparing zoning regulations. To the author, the most interesting part of the results is how seldom the general citizenry is consulted on these planning issues. The general citizenry is consulted most often in developing goals and objectives for the master plan, but it seems that the general citizenry is left out of the action after that with the exception of involvement in preparing a transportation plan and determining recreation needs. Community-wide input into developing an annexation policy for the community, preparing a capital improvement program, and evaluating community services and facilities is central to good planning but is not widespread in practice.

In several cases planners sent examples of how the general citizenry has taken part in their community planning. One example was a preliminary booklet of the "Goals" for the community. Citizen committees had worked to develop goals in various broad categories, and these goals were discussed at meetings in the schools throughout the city. Another director sent a clipping from the newspaper describing citizen input into up-dating the zoning ordinance. Parts of the article read as

follows:

Citizen Attitudes Guaged
Planners Pleased By Zoning Meets

More than 200 persons attended the initial two-day hearing on the proposed new zoning ordinance . . . Hearings will continue at the auditorium from 10a.m. to 4p.m. tomorrow and from 7 to 9p.m. . . . City-wide zoning maps, existing and proposed, will be displayed and copies of the ordinance will be available for study. Staff members will be present to answer questions . . . and citizens will receive suggestion sheets on which to make comments.

The example of the zoning meetings indicates that citizen participation does require extra staff time. The purpose of questions 8 and 9 was to determine if planning directors feel that citizen participation requires special staff capabilities and to determine if citizen participation activities are accounted for in the work schedule and budget of the planning office.

8. Do you feel that citizen participation activities require special training or capabilities of some of your staff? YES NO

Responses: Question 8
 (By Percent)

	<u>YES</u>	<u>NO</u>	<u>NA</u>
Total U. S.	73.2	23.3	3.5
Regions			
NE	57.1	42.9	-
NC	82.6	8.7	8.7
S	74.2	22.6	3.2
W	72.2	27.8	-

9. Do you account for citizen participation activities in your budget? YES _____ NO _____

Do you account for citizen participation activities in your work schedule? YES _____ NO _____

If YES, is citizen participation listed as a separate item or included in another category? SEPARATE INCLUDED IN OTHER CATEGORY _____ WHICH IS _____

Responses: Question 9
(By Percent for U.S.)

	<u>YES</u>	<u>NO</u>	<u>NA</u>
Budget	44.1	54.6	1.2
Work Schedule	87.2	12.8	-

The issue of whether citizen participation activities require special capabilities of the planning staff is a difficult one. Almost 75% of the planners agreed that it does require special capabilities, but unfortunately the question did not determine what capabilities planners think are important. The regional breakdown was similar to the United States, but as many as 43% of the directors in the Northeast said no special training is required.

One planner said, "It would be difficult, if not impossible, to 'train' staff members in citizen participation activities. The ability to communicate with the public effectively and tactfully should be an important consideration in the hiring of staff members. In addition, the Director, by his attitude, has an important impact on the general attitude of the staff concerning citizen participation."

A more definite responsibility for staff is suggested in the Tacoma report on community involvement. This report suggests that a full time position of Citizen Involvement Coordinator should be established. The CIC would have close communication with both the Planning Department and the City Manager's Office and could be located in either office.¹¹

¹¹City of Tacoma, Washington, City Planning Department, A Report on Citizen Participation in Community Improvement (Tacoma, 1971), p. 68.

Edmund Burke expresses the author's opinion with his statement: "The appropriateness of any strategy of citizen participation will depend in a large measure upon the capabilities and knowledge of the staff to implement it . . . the staff must be sensitive to the individual differences of participants."¹²

With respect to citizen participation activities and the budget and work schedule, the results were varied. Citizen participation activities were included in the work schedule by almost 90% of the directors, but less than 50% of the directors accounted for the activities in the budget. If the directors answered Yes, they were asked whether citizen participation is listed as a separate item or included in another category. Of those who answered Yes, 30% said citizen participation was a separate item. The remainder included citizen participation in other categories that ranged from all categories, to custodial fees for auditoriums, to postage, and even overtime.

It is the writer's opinion that while it may be difficult to account for citizen participation in the work schedule and the budget, it is still necessary to do so if there is going to be a strong commitment to citizen participation activities. Certainly the number of staff manhours involved is not a precise figure because it will vary with the nature of the issue as well as the number and kinds of citizens involved. The amount of money involved in citizen participation activities will also vary depending on the amount of funds available and the channels of communication that are utilized for citizen participation. As planning directors and their staffs begin to incorporate citizen participation throughout the planning

¹²Edmund M. Burke, "Citizen Participation Strategies," Journal of the American Institute of Planners, XXXIV (September, 1968), 293.

process, perhaps they will be able to estimate better the costs and time involved; and perhaps citizens' activities will not prove to be so "costly, time-consuming, and frustrating" to planners.

As the analysis in this chapter has shown, the opinions of planning directors are quite varied across the United States, and differences occur within each region and among the four regions. The differences among the four regions were not as distinct as might have been expected, with the exception of the Northeast region which frequently had responses that differed from the other three regions.

The regional data indicates that the Northeast stood out on these issues:

- More directors said that citizen participation was not solicited prior to federal emphasis.
- More directors said that there is no communication gap between planners and citizens; of the ones who perceived a communication gap, more said there is no solution to the problem.
- More directors said that citizen participation does not require special staff capabilities.

It is important to give some objective consideration to why the Northeast situation is different from the others, even though the results of the study do not suggest why. Generally, for purposes of analysis the results of the survey have not been disaggregated, but disaggregation may be necessary to better understand the Northeast. The map of Regions of the United States (page 6) shows that the Northeast can be subdivided into two sections: New England (including Maine, Vermont, New Hampshire, Massachusetts, Connecticut, and Rhode Island) and Middle Atlantic (including New York, New Jersey, and Pennsylvania). A more detailed breakdown of the questionnaire results indicated that the responses that made the Northeast different came mostly from the

Middle Atlantic states with a few from Connecticut and Massachusetts.

Name the states of New York, New Jersey, Pennsylvania, Connecticut, and Massachusetts and the vision of "megalopolis" often comes to planners' minds. The urban complexities that exist in those states has long been a puzzle to planners, and citizen participation has probably been low on the list of worries and concerns. The fact that most problems in that section of the country are a bigger problem because of the compacted densities and sheer numbers of people also applies to citizen participation.

Other factors may be important. One is that these cities are the older ones in which planning functions may focus almost entirely on land use or on technical plans for which there is either no time for citizen input or planners do not take time for input. Another factor is that in this area a large number of independent federal government programs and regional planning divisions developed long before the concern for intergovernmental coordination existed so communication at many levels is almost impossible. Thirdly, the population of these states is very mobile and very heterogeneous so that citizen participation becomes even more difficult. Citizen participation in such an urbanized area merits a study by itself.

Chapter 4

CONCLUSIONS

In conclusion it is necessary to make a few observations about procedural matters of the survey and also a few final comments about citizen participation and planning.

Concerning the survey, it is important to stress that a more in depth conceptual and statistical analysis would be required before one could draw definite conclusions about the belief structure of city planning directors. This study is at best a starting point for much deeper analysis of citizen participation and its impact on planning. If this study were to be repeated by the researcher, the section of the survey on problems in citizen participation would be worked out in more detail and a section on the benefits of citizen participation would be included. Secondly, the planners would have been asked to rank the techniques of citizen participation. Thirdly, the last question would have asked the planners if they intended to increase their citizen participation activities in the future. Fourthly, a little more time would have been spent on the operational definition of citizen participation to put to rest any concerns that the governing body and the planning commission had been forgotten. Finally, the author realizes that the best way to test one's own beliefs and biases about citizen participation is to witness it in the real world instead of verbalizing about it from the sheltered circles of academia.

As one attempts to conclude a study on such a complex phenomenon as citizen participation, many thoughts come to mind. One apparent

observation is that city planning directors have very diversified opinions on citizen participation. At one end of the spectrum is the planner who said, "Most city planning activities do not induce an established relationship with city residents, and I therefore question the value of your study . . . I think citizen participation should be scrapped." On the other end of the spectrum are planners who feel that citizen participation is a right and an essential principle for planning in a democratic society. And, of course, there are a lot of planners in the middle.

Many opinions and viewpoints have been presented in this report, and so in conclusion the writer wishes to make a few comments and recommendations. The author began this study as a "believer" in citizen participation and that belief still holds at the end of the study. The word "believer" is appropriate because if citizen participation is every to become a viable aspect of the planning process, planners must believe in people and the positive contribution people can make to planning.

The public planning agency must have a strong commitment to citizen participation. Certain factors might strengthen that commitment and some of these factors include the following suggestions:

1. Establishment of policies that would make citizen participation an automatic part of the information-gathering process throughout the planning activities conducted by the staff.
2. A concerted effort to expand citizen participation activities on a community-wide basis, instead of just utilizing citizen participation for neighborhood planning.
3. Re-examination of staff capabilities with respect to communications and citizen participation. Specifically, the director should consider two points:
 - a. Employment of a communications specialist - someone who will review publications, booklets, speeches, and presentation materials with a critical eye for the intended audience.

(It seems trite to emphasize clarity and simplicity in all communications, but planners constantly forget that not everyone can read a map or knows what CBD means).

- b. Employment of staff members who are aware of and sensitive to the different characteristics and needs of various groups. (This qualification is difficult to measure. It may be a factor of education in the social sciences or a factor of direct work experience with citizen participation).
- 4. Closer record-keeping on citizen participation activities with respect to type, time, and cost.
- 5. Budget provisions that will permit extra costs for wide distribution of materials.
- 6. Greater experimentation with the media.
- 7. Improved methods for measuring intensity of citizen opinion to facilitate establishing priorities.

Citizen participation does not mean that a plebiscite should be taken on every issue or that every policy or plan be discussed with every citizen group. There are appropriate groups and citizens with which certain issues should be discussed. Who should participate . . . What kind of voice they should have . . . About what aspect of the process. . . And with what degrees of influence. . . are questions that evoke a most diverse array of opinions . . . But they are questions that must be answered by planners.

To complicate matters, planners must also consider three other problems that have not been discussed in this survey. One is how does one measure the effectiveness of citizen participation. Secondly, there is the problem of aroused expectations that accompany participation and are frustrated when resources are not available for implementation. Thirdly, is the age-old problem of determining priorities when consensus is impossible.

It is one thing to believe that citizens have a positive contribution to make to planning and that citizen participation must be a continuing process that begins in the earliest stages of planning. It is quite a different story to try to meet the challenge that faces planners in dealing with citizens with vastly different social, economic, and political values and needs and vastly different interests and capabilities for participation in the planning of their cities.

The dilemma of citizen participation exists . . . Planners cannot solve it alone.

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APPENDIXES

- A. Questionnaire**
- B. Citizen Participation Techniques**
- C. Citizen Participation in the City Planning Process**



KANSAS STATE UNIVERSITY

Center for Regional and Community Planning
Seaton Hall
Manhattan, Kansas 66506

March 2, 1973

In May, 1973 I will be a candidate for a Masters in Regional and Community Planning at Kansas State University. The enclosed questionnaire is part of the research for my thesis study on citizen participation.

The purpose of the study is to determine the opinions of planning directors with respect to citizen participation in the city planning process in cities of 100,00 - 500,000 population across the United States. In this study citizen participation is defined to be the established relationship between area residents - individual citizens and groups - and city planning staffs and departments.

Your response to the questionnaire is essential to obtain meaningful results in the study. I want to stress that I am interested in your personal and honest responses and not answers that you feel are expected of you.

Because of your busy schedule I greatly appreciate you taking time to assist in this study. I would like your response as soon as possible and no later than March 20, 1973. Enclosed is a self-addressed, stamped envelope to facilitate your return of the questionnaire. Thank you very much for your cooperation.

Sincerely,

Kay Ransom

CITIZEN PARTICIPATION IN PLANNING: A SURVEY FOR PLANNING DIRECTORS

43

LOCATION: CITY _____ STATE _____

POSITION HELD: PLANNING DIRECTOR _____ ASST. DIRECTOR _____
STAFF MEMBER

1. In the last decade citizen participation has been a popular phrase. Did you solicit citizen participation in city planning efforts prior to the emphasis placed on it by the federal government for specific programs?

YES _____ **NO** _____

2. The following statements have been made about planning and citizen participation. Please read each statement and indicate the degree with which you agree or disagree with the statement.

**STRONGLY
DISAGREE DISAGREE AGREE AGREE STRONGLY**

Any definition of planning should include the element of citizen participation.

The elected city governing body adequately represents the citizens' interest in the planning decision-making process.

— — — — —

Public planning agencies have an obligation to actively involve a wide cross-section of the citizenry in planning.

Planners have a definite responsibility to seek the opinions and participation of the low-income groups and racial or ethnic minorities.

3. The planner and the citizen both have roles to play in the city planning process. The statements listed below and on the following page describe possible relationships between the planner and the citizen. Please indicate which statement best represents your conception of the relationship.

Planners prepare plans and proposals; citizens review final plan and approve.

Planners consult with citizens during the development of plans, judge citizen input, and finalize the best plan.

3. (contd.).

- ____ Planners consult with citizens during the development of plans, judge citizen input, and present several alternatives; citizens select one of the alternatives.
- ____ Planners and citizens work in an equal partnership in developing the plan.
- ____ Planners advise citizens; citizens develop the plan and make final decision.

4. Citizens frequently complain that they do not understand planners. Have you found that there is a communication gap between citizens and planners? YES ____ NO ____

If YES, please indicate which one of the following is the best solution.

- ____ Citizens should increase their understanding of planning.
- ____ Planners should communicate in terms for the average citizen and eliminate technical language.
- ____ No solution.
- ____ Other (please specify). _____

5. The following remarks have been made by proponents and opponents of citizen participation. Based on your experience, please indicate what you have generally found to be true with respect to citizen participation in the city planning process.

NEVER RARELY SOMETIMES FREQUENTLY ALWAYS

Citizens grind their own axes on behalf of their own interest and at the expense of the total community.

____ ____ ____ ____ ____

Citizen participation is necessary to implement a plan.

____ ____ ____ ____ ____

Citizen participation prolongs the planning process.

____ ____ ____ ____ ____

Citizen participation is a nuisance. It is costly, time-consuming, and frustrating.

____ ____ ____ ____ ____

Citizen participation is important to the planning process and necessary regardless of the consequences.

____ ____ ____ ____ ____

6. Listed below are several techniques to obtain citizen participation. Please indicate how often you use each of the techniques.

	NEVER	SELDOM	SOMETIMES	FREQUENTLY
Public Information Programs (booklets)	—	—	—	—
Community-wide Citizens Ad- visory Council	—	—	—	—
Technical Advisory Committee	—	—	—	—
Neighborhood Groups	—	—	—	—
Studies conducted by planning staff	—	—	—	—
Sample Surveys for citizen opinions	—	—	—	—
Informal Work Sessions with citizens	—	—	—	—
Field Offices of the planning department	—	—	—	—
Public Hearings	—	—	—	—
Employment of lay citizen on planning staff	—	—	—	—
Mass Media Campaign	—	—	—	—
Other (please specify)	—————			

7. Listed below and on the following page are certain elements of the city planning process. Please indicate who you or your staff usually consult in carrying out each of the elements. Check more than one in each category if appropriate.

SOLELY A STAFF FUNCTION	ELECTED CITY OFFICIALS	OTHER CITY AGENCIES	SPECIFIC CITIZENS AFFECTED	GENERAL CITIZENRY
-------------------------------	------------------------------	---------------------------	----------------------------------	----------------------

Developing Goals and Objectives for the Master Plan	—	—	—	—
Preparing Zoning Regulations	—	—	—	—
Preparing Subdi- vision Regula- tions	—	—	—	—

7. (contd.).

	SOLELY A STAFF FUNCTION	ELECTED CITY OFFICIALS	OTHER CITY AGENCIES	SPECIFIC CITIZENS CITIZENRY	GENERAL CITIZENRY AFFECTED
--	-------------------------------	------------------------------	---------------------------	-----------------------------------	----------------------------------

Developing Annexation Policy	—	—	—	—	—
Preparing Transportation Plan	—	—	—	—	—
Determining Recreation Needs	—	—	—	—	—
Evaluating Community Facilities	—	—	—	—	—
Evaluating Community Services	—	—	—	—	—
Surveying Neighborhood Needs	—	—	—	—	—
Planning for Urban Renewal	—	—	—	—	—
Dealing with crisis situations	—	—	—	—	—
Evaluating Central Business District	—	—	—	—	—
Preparing Capital Improvement Program	—	—	—	—	—

8. Do you feel that citizen participation activities require special training or capabilities of some of your staff?

YES NO

9. Do you account for citizen participation activities in your budget? YES NO

Do you account for citizen participation activities in your work schedule? YES NO

If YES, is citizen participation listed as a separate item or included in another category? SEPARATE INCLUDED IN OTHER CATEGORY - WHICH IS

Thanks for your help. Please feel free to make any other suggestions or comments.

APPENDIX B

Citizen Participation Techniques

Please note that this information is presented in a format that corresponds with planning data as tabulated in The Municipal Year Book - 1972, Chapter 4 - City Planning Agencies: Organization, Staffing, and Functions. One may refer specifically to Table 4/23 - Planning in Local Government: 1971 (pp. 66-68) for additional planning information about each of the cities.

The following information pertains to some of the techniques that can be used to obtain citizen participation in planning. Several techniques were listed and planning directors were asked to indicate how often the planning staff used each of the techniques - Frequently, Sometimes, Seldom, Never. Each technique is represented by a number in the table.

The key to the table is as follows:

- 1 - Public Information Programs (Booklets)
- 2 - Community-wide Citizens Advisory Council
- 3 - Technical Advisory Committee
- 4 - Neighborhood Groups
- 5 - Studies Conducted by Planning Staff
- 6 - Sample Surveys for Citizen Opinion
- 7 - Informal Work Sessions with Citizens
- 8 - Field Offices of the Planning Department
- 9 - Public Hearings
- 10 - Employment of Lay Citizen on Planning Staff
- 11 - Mass Media Campaign
- OTHER: (additional techniques suggested by planning directors)
- 12 - Community Service Branch Offices
- 13 - Slide Shows and Films
- 14 - TV Talk Shows
- 15 - Public Presentations (available to groups, schools, etc.)
- 16 - Public Meetings (not hearings)
- 17 - Open Executive Sessions
- 18 - Public Information Feedback Sessions

<u>Cities</u>	<u>Frequently</u>	<u>Sometimes</u>	<u>Seldom</u>	<u>Never</u>
Population: 250,000-500,000				
Akron, OH	4, 9	1, 3, 5, 6, 7	2, II	8, 10
Atlanta, GA	4, 5, 7, 9	1, 3, 6	2, II	8, 10
Austin, TX	---	---	---	---
Buffalo, NY	---	---	---	---
Cincinnati, OH	4, 5, 7, 9	6	1, 2, 3	8, 10, II
EI Paso, TX	5, 9	1, 2, 3, 4, 6, 7, II	---	8, 10
Fort Worth, TX	---	---	---	---
Honolulu, HI	---	---	---	---
Jersey City, NJ	2, 9	4, 5, 7	6	1, 3, 8, 10, II
Long Beach, CA	2, 5, 7, 9	1, 3, 4, 6, II	8	10
Louisville, KY	---	---	---	---
Miami, FL	9	1, 2, 3, 4, 5, 6, 7		
Minneapolis, MN	1, 2, 3, 4, 5, 6, 7	8, 10	II	
Nashville-Davidson, TN	---	---	---	---
Norfolk, VA	1, 4, 5, 7, 9	2, 3, 6		8, 10, II
Oakland, CA	1, 2, 4, 5, 9	3, 6, 7	II	8, 10
OklahomaCity, OK	3, 6, 9	1, 2, 4, 5, 7	II	8, 10
Omaha, NE	1, 3, 4, 5, 7, 9	II	2, 6, 10	8
Portland, OR	---	---	---	---
Rochester, NY	---	---	---	---
Sacramento, CA	3, 5, 9, II	1, 2, 4, 7	6	8, 10
San Jose, CA	1, 2, 3, 4, 9	5, 7, II	6	8, 10
Tampa, FL	2, 3, 4, 5, 6, 9	7, 8, 12	1, 10, II	
Toledo, OH		1, 2, 3, 4, 5, 7, 8, 9	6, 10, II	
Tuscon, AZ	5, 9	1, 2, 3, 4, II, 18	6, 7	8, 10
Tulsa, OK	1, 2, 3, 4, 5, 7, 9, II	6		8, 10
Wichita, KS	1, 3, 5, 9	2, 4, 6, II	7	8, 10

<u>Cities</u>	<u>Frequently</u>	<u>Sometimes</u>	<u>Seldom</u>	<u>Never</u>
Population:100, 000-250, 000				
Albany, NY		2, 3, 4, 5, 7, 9, 10	1, 6, 11	8
Albuquerque, NM	1, 2, 3, 4, 7, 9	4, 6, 10	11	8
Allentown, PA		1, 5, 9, 11	2, 3, 4, 6, 7, 8	10
Amarillo, TX	5, 9	2, 3, 6, 11	1, 7, 10	4, 8
Anaheim, CA	9	1, 2, 4, 5, 7	6, 11	8
Arlington, VA	---	---	---	---
Baton Rouge, LA	1, 3, 4, 5, 7, 9, 11	2, 6	8, 10	
Beaumont, TX	5, 7, 9	1, 3, 6, 11, 16	2	4, 8, 10
Berkeley, CA	1, 4, 5, 6, 7, 9, 11	3	2, 8	10
Bridgeport, CN	---	---	---	---
Cambridge, MA	3, 4, 5, 6	1, 2, 7, 9	8	10, 11
Camden, NJ	---	---	---	---
Canton, OH	1, 2, 3, 4, 5, 9, 13	6, 7	11	8, 10
Cedar Rapids, IO	3, 9, 13	2, 4, 5, 6, 15	1, 7	8, 10, 11
Charlotte, NC	---	---	---	---
Chattanooga, TN	3, 4, 5, 9, 13	1, 7, 11, 14	6	2, 8, 10
Colorado Springs, CO	3, 9	4, 5, 7, 11	1	2, 6, 8, 10
Columbus, GA	1, 2, 3, 5, 9	4	6, 11	7, 8, 10
Corpus Christi, TX	---	---	---	---
Dayton, OH	4, 7, 9	2, 5	1, 3, 6, 8, 10, 11	
Duluth, MN	1, 2, 3, 4, 5, 11	6, 7, 10		8
Elizabeth, NJ	4, 5	1, 3, 6, 9	2, 11	7, 8, 10
Erie, PA	2, 4, 9	3	1, 5, 6	7, 8, 10, 11
Ft. Lauderdale, FL	3, 4, 7, 9			1, 2, 5, 6, 8, 10, 11
Ft. Wayne, IN	2, 9	1, 3, 5	4, 6, 7, 10, 11	8
Fremont, CA	9	6	3, 7	
Fresno, CA	1, 2, 3, 4, 5, 6, 9	7	11	8, 10
Garden Grove, CA	---	---	---	---
Glendale, CA	---	---	---	---
Grand Rapids, MI	4, 5, 6, 7, 9	2, 11	1, 10	3, 8
Greensboro, NC	9	1, 6, 7	2, 3, 4, 5, 11	8, 10
Hampton, VA	9	1, 3, 4, 6, 7, 11	10	8
Hartford, CN		3, 4, 5, 7, 9, 11		10
Huntsville, AL		3, 4, 5, 6, 7, 9, 11	1	2, 8, 10

<u>Cities</u>	<u>Frequently</u>	<u>Sometimes</u>	<u>Seldom</u>	<u>Never</u>
Population: 100,000-250,000 (contd)				
Jackson, MS	2, 3	1, 4, 5, 6, 7, 9, 11		8, 10
Kansas City, KS		1, 2, 4, 5, 6, 9		
Knoxville, TN	7, 9	3, 4, 5, 11	1, 2, 6, 8, 10	
Lansing, MI	2, 3, 4, 5, 9	1, 11	6, 7	8, 10
Las Vegas, NV	---	---	---	---
Lexington, KY	3, 4, 5, 8	1, 2	6, 7	
Lincoln, NE	2, 9	4, 5, 6, 11	7	1, 3, 8, 10
Little Rock, AK	2, 3, 9	1, 4, 5, 6, 7, 11		8, 10
Livonia, MI	4, 9	2, 5, 6	7, 11	8, 10
Lubbock, TX	3, 9	1, 2, 4, 5, 7	6, 11	8, 10
Madison, WI	4, 5, 9	1, 3, 11	6, 7, 10	2, 8
Mobile, AL	4, 9	1, 2, 5, 7	6	3, 8, 10, 11
Montgomery, AL	2, 3, 4, 6, 7, 9	4, 11	1	8, 10
New Haven, CN	---	---	---	---
Newport News, VA	9	1, 2, 3, 4, 5, 6, 7, 8	11	10
Pasadena, CA	1, 2, 4, 9	5, 6, 7	11	8, 10
Paterson, NJ	5, 9	1, 2, 3, 4, 6, 7, 11		8, 10
Peoria, IL	5, 9	1, 3, 6		2, 7, 8, 10, 11
Portsmouth, VA	1, 2, 5, 9, 11	4, 15	3, 6, 7	8, 10
Raleigh, NC	1, 4, 5, 9, 11	2, 3, 6, 7		8, 10
Richmond, VA	4, 5, 9	1, 2, 6, 7, 11	3	8, 10
Riverside, CA	5, 9	2, 4	1, 3, 6, 7	8, 10, 11
Rockford, IL	1, 4, 6, 7, 9	2, 3, 8	5, 11	10
St. Petersburg, FL	1, 2, 4, 5, 9	3, 6	7	8, 10, 11
Salt Lake City, UT	4, 5, 9	3, 7, 10, 11	1, 2, 6	8
Santa Ana, CA	5, 9	3, 4, 6	1, 7	2, 8, 10, 11
Savannah, GA	1, 2, 3, 9	4, 5, 7	6	8, 10, 11
Scranton, PA	2, 9	1, 3, 4, 5, 6, 7, 11		8, 10
Spokane, WA	1, 9	2, 3, 5	4, 6, 7	8, 10, 11
Springfield, MA	1, 4, 5, 7, 9	2, 3, 6, 11		8, 10
Springfield, MO	2, 4, 5, 7, 9, 11	1, 3, 10	6, 8	
Stamford, CN	5, 9	1, 6, 7, 11, 17	2, 3, 4	8, 10
Stockton, CA	1, 4, 5, 9, 11	3, 6	2, 7	8, 10
Tacoma, WA	5, 9	1, 4, 6, 7	3, 11	2, 8, 10
Topeka, KS	9	1, 2, 3, 4, 5, 6, 7, 11	10	8
Torrance, CA	---	---	---	---
Trenton, NJ	4, 7	1, 6, 9	2	3, 58, 10, 11

<u>Cities</u>	<u>Frequently</u>	<u>Sometimes</u>	<u>Seldom</u>	<u>Never</u>
Population:100, 000–250, 000				
(contd)				
Virginia Beach, VA	5, 7, 9	1, 4, 6, 11		2, 3, 8, 10
Warren, MI	1, 2, 4, 8, 9	3, 5, 6, 7, 10, 11		
Waterbury, CN	1, 2, 3, 4, 5, 6, 7, 8, 9, 11			10
Winston-Salem, NC	1, 2, 4, 5, 7, 9	6	10	3, 8
Worcester, MA	5, 9	1, 3, 4, 7, 11	2, 6	8, 10
Youngstown, OH	2, 5, 9	3, 4, 7	1, 6, 11	8, 10

APPENDIX C

Citizen Participation in the City Planning Process

Please note that this information is presented in a format that corresponds with planning data as tabulated in The Municipal Year Book-1972, Chapter 4 - City Planning Agencies: Organization, Staffing, and Functions. One may refer specifically to Table 4/23 - Planning in Local Government: 1971 (pp. 66-68) for additional planning information about each of the cities.

The following information pertains to various levels of citizen participation in certain elements of the city planning process. Planning directors were asked to indicate which group or groups the planning staff usually consults in carrying out each of the elements.

In the following table each element in the city planning process is abbreviated and the groups consulted are represented by a number or letter.

The key to the table is as follows:

Goals - Developing Goals and Objectives for the Master Plan

Zoning - Preparing Zoning Regulations

Subdiv - Preparing Subdivision Regulations

Annex - Developing Annexation Policy

Trans - Preparing Transportation Plan

Rec - Determining Recreation Needs

Facil - Evaluating Community Facilities

Ser - Evaluating Community Services

Neigh - Surveying Neighborhood Needs

UR - Planning for Urban Renewal

Crisis - Dealing with crisis situations

CBD - Evaluating Central Business District

CIP - Planning Capital Improvement Program

- 1 - Solely a Staff Function
- 2 - Elected City Officials
- 3 - Other City Agencies
- 4 - Specific Citizens Affected
- 5 - General Citizenry

Y - 2, 3, 4, 5

Z - Not Appropriate

Cities	Goals	Zoning	Subdiv	Annex	Trans	Rec	Facil	Ser	Neigh	UR	Crisis	CBD	CIP
Population:													
250,000-500,000													
Akron, OH	Y	3	2,3,5	2,3	Y	3,4	2	2,3,4	Y	Y	2,3,4	2,3,5	
Atlanta, GA	4,5	3	2	5	4	1	3	4	4	5	5	2,3	
Austin, TX	---	---	---	---	---	---	---	---	---	---	---	---	
Buffalo, NY	---	---	---	---	---	---	---	---	---	---	---	---	
Cincinnati, OH	2,3,4	2,3,4	2,3	2,3,5	2,3,5	2,3,5	2,3,5	2,3,5	Y	2,3,4	Y	2,3,5	
El Paso, TX	2,3,5	Y	2,3	2,3,5	2,3,5	3,4,5	3,4,5	1	Z	2	3,4	2,3,5	
Fort Worth, TX	---	---	---	---	---	---	---	---	---	---	---	---	
Honolulu, HI	---	---	---	---	---	---	---	---	---	---	---	---	
Jersey City, NJ	2,3,4	3,4	2	2,3,4	Y	4	4	4	4	4	2,3,4	2,3	
Long Beach, CA	2,5	2	2,3	2,3	2,3,5	1	1	3	3	2,3	2,3	2,3	
Louisville, KY	---	---	---	---	---	---	---	---	---	---	---	---	
Miami, FL	4	3,4	2	3,4	3,4	3,4	3,4	1	3,4	3,4	3,4	3	
Minneapolis, MN	2,3,5	Y	2,4	2	2,3,4	Y	Y	2,4	2,3,4	2,4	2,4	2,3	2,3,5
Nashville-Davidson, TN	---	---	---	---	---	---	---	---	---	---	---	---	
Newfolk, VA	Y	2,3,4	2	Y	Y	2,3,4	Y	Y	Y	2,3,4	Y	Y	
Oakland, CA	5	5	2	5	5	2	2	4	4	2	4	2	
Oklahoma City, OK	Y	Y	Y	Y	Y	3,4	3,4	Y	2,3,4	2,3,4	Y	Y	
Omaha, NE	Y	Y	2,3	Y	Y	3,4	3,4	3,4	Y	2,3	2,3,4	2,3,5	
Portland, OR	---	---	---	---	---	---	---	---	---	---	---	---	
Rochester, NY	---	---	---	---	---	---	---	---	---	---	---	---	
Sacramento, CA	2,3,5	Y	2,3	3,5	2,3,4	2,3,4	Y	3,4	3,4	2,3,4	3,4	2,3,5	
San Jose, CA	Y	2,3,4	2,3,4	2,3	Y	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	
Tampa, FL	Y	2,3,4	2,3,4	2	2,3,4	Y	Y	3,4	3,4	2,3,4	2,3,4	2,3,5	
Toledo, OH	3,5	2,3,4	Y	2	Y	3,5	3,4,5	3,4,5	2,3,4	2	2	3	
Tucson, AZ	2,3,4	2,3	2,3	5	3	3	4	3,4	4	4	4	2,3	
Tulsa, OK	Y	2,3,4	Y	3,5	2,3,5	3,4,5	Y	2,3,4	2,3,4	2,3,4	2,3,4	2,3,5	
Wichita, KS	Y	2,3,4	2,3	2,3,5	Y	2,3,4	2,3,5	2,3,4	Z	3,4	3,4	2,3,4	

<u>Cities</u>	<u>Goals</u>	<u>Zoning</u>	<u>Subdiv</u>	<u>Annex</u>	<u>Trans</u>	<u>Rec</u>	<u>Facil</u>	<u>Ser</u>	<u>Neigh</u>	<u>UR</u>	<u>Crisis</u>	<u>CSD</u>	<u>CIP</u>
Population: 100,000-250,000													
Albany, NY	2	2,3	2	2	2,4	2	2,4	2	2,4	2,4	2	2,4	2
Albuquerque, NM	5	Y	Y	Y	Y	2	4	4	2,3,4	Y	Y	2,3,4	2
Allentown, PA	2,3	2,3	2,3	1	2,3	2,3,5	2,3,4	2,3,4	2,3,4	2,3,4	2	2,3,4	2,3
Amarillo, TX	2,3,4	2,4	2,3,4	2,3,4	3	2,3	2,3	2,3	2,3,5	2,3,5	Y	2,3,5	2,3,5
Araheim, CA	2,3	1	1	3	1	3	3	1	3	3	3	3	3
Arlington, VA	--	--	--	--	--	--	--	--	--	--	--	--	--
Baton Rouge, LA	Y	2,3,4	2,3,4	2,3,5	Y	3,4,5	2,3,5	3,4	3,4	2,3	3,4	2,3,5	2,3,5
Beaumont, TX	Y	2,3,4	2,3,4	Y	2,3,5	3	3	1	Y	2,3	2,3	2,3,4	2,3,5
Berkeley, CA	Y	2,4,5	Y	Y	3,4,5	3,4,5	3,4,5	2,3,4	Y	2,3,4	Y	2,3,5	2,3,5
Bridgeport, CN	--	--	--	--	--	--	--	--	--	--	--	--	--
Cambridge, MA	2,3,4	3	2	2,3,5	2,3,4	2,3,4	2,3,4	2,3,4	2	2,4	3,4	2,3	2,3
Camden, NJ	--	--	--	--	--	--	--	--	--	--	--	--	--
Canton, OH	Y	2,3,4	2,3,4	2,3	2,3,5	2,3,4	2,3,4	3,4	2,3,4	2,3	2,4	2,3	2,3
Cedar Rapids, IO	2,4	2,3,5	2,3,5	2,3	2,3,5	3,4	2,3,4	Y	4	2,3,4	2,3,4	Y	2,3,5
Charlotte, NC	--	--	--	--	--	--	--	--	--	--	--	--	--
Chattanooga, TN	Y	2,3,4	2,3,4	2	2,3,5	2,3	2,3	2,3,4	2,3,4	2,3,4	2,3,4	2,3	2,3
Colorado Springs, CO	2,3,5	2,3	2,3	2,3	2,3	2,3	2,3	2,3,5	2	2	2,3,4	3	3
Collingswood, GA	Y	2,3,4	3,4	2,4,5	2,3,4	2,3,5	3	3	3	Y	2	3,4	2
Corpus Christi, TX	--	--	--	--	--	--	--	--	--	--	--	--	--
Dayton, OH	Y	3,4,5	3,4,5	2,3	2,3,5	3,4,5	2,3,4	3,4	2,3,4	2,3,4	2,4	2,3	2,3
Duluth, MN	Y	2,3	2,3	2	Y	Y	Y	Y	Y	Y	Y	2,3,4	2,3
Elizabethtown, NJ	2,3,4	1	2	2,3	2,3,4	3,4	4,5	3,4	2,3,4	2,3	3,4	3	3
Erie, PA	2,5	3	2	2	2,5	1	1	4	3,4	2,4	3	2	2
Ft. Lauderdale, FL	2,3	2,3	2,3	Y	2,3	2,3	2,3	2,3,4	Y	2,3	2,3,4	2,3	2,3
Ft. Wayne, IN	Y	2,3,4	2,3,4	2,3,4	2,3,5	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3
Fremont, CA	Y	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	Z	2,3,4	2,3,4	2,3,4	2,3,4
Fresno, CA	Y	2,3,4	2,3	Y	2,3,5	Y	2,3,5	3,4	2,3,5	Y	2,3,5	2,3,5	2,3,5
GardenGrove, CA	--	--	--	--	--	--	--	--	--	--	--	--	--
Glendale, CA	--	--	--	--	--	--	--	--	--	--	--	--	--
GrandRapids, MI	2,3,5	3,4	2,3,5	Y	3	3,5	3,4,5	3,4	3,4	2,3	2,3,4	2,3,5	2,3,5
Greensboro, NC	2,5	3,4,5	2,3	2,3,5	3,5	Y	3,5	3,4	3,4	2,3,4	2,3,4	2,3,5	2,3,5

Cities	Goals	Zoning	Subdiv	Annex	Trans	Rec	Facil	UR	Neigh	Crisis	CIP
Harrison, VA	Y	Y	Y	Y	Y	3,4,5	Y	3,4	Y	2,3,4	Y
Hertford, NC	Y	Y	2	Y	Y	3,4,5	3	3,4,5	2	2,3,4	3
Hendersonville, AL	2,3,5	Y	2,3,4	2	2,3	3,4,5	3	3,4	2	2,3,4	3,4,5
Jackson, MS	2,3,5	Y	2,3,4	2,3	3,5	2,3	3,4	2,3,4	2,3,4	Y	2,3,5
Kansas City, KS	2	2,3	2	2,3	2	2	2	2,3	2	3	2
Knoxville, TN	2,3,4	3,4	2,3	2,3	3	3	3,4	2,3,4	3	3	3
Lansing, MI	5	4	3	3,4,5	3,4,5	3,4,5	3,4,5	3,4	4	3,4,5	3
Las Vegas, NV	---	---	---	---	---	---	---	---	---	---	---
Lexington, KY	Y	Y	Y	Y	Y	Y	Y	2,3,4	2,3,4	2,3,4	Y
Lubbock, NE	2,3,5	2,3,4	Y	2,3	2,3,5	2,3,4	2,3	2,3,5	2,3,4	2,3,4	2,3
Little Rock, AR	Y	2,3,4	2,3,4	2,3,4	2,3	2,3	2,3	2,3,5	2,3	2,3,4	2,3
Livonia, MI	2,3,5	3	2	2	2,3,5	2,3	2,3	3,4	2	2	2,3
Lubbock, TX	2,5	2,3	2,3	2,3	2,3	2,3,4	3,4	3,4	2,3,4	3,4	Y
Madison, WI	Y	2,4,5	2,3,4	2,3,5	Y	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3
McMinnville, AL	2	2	2,3	2,3	2,3	2,3,5	2,3	2,3,5	2,3,4	2,3	2,3
Montgomery, AL	Y	Y	Y	2,3	Y	Y	Y	1	Y	Y	2,3
New Haven, CN	---	---	---	---	---	---	---	---	---	---	---
Neighborhood News, VA	2,3,4	2,3,4	2,3	2	2,3	2,3,4	3	3	1	2,3,4	2
Pasadena, CA	5	4	1	3	1	4	1	5	4	1	2,3,4
Paterson, NJ	2,3,4	2,5	2,3,5	2	Y	2,3,4	2,3,5	Y	4	Y	2,4
Peoria, IL	2,3	2,3,4	2,3,4	2,3	2,3,4	2,3	2,3	2,3	2	2,3,4	2,3
Portsmouth, VA	2,5	Y	2,3,3	2,3,4	2,3,5	3	3	3,4	3	3,4	2,3
Raleigh, NC	3,5	4	2,3,4	2,3,5	2,3,5	2,3,5	2,3,5	4	2,4	4,5	2,3,5
Richmond, VA	5	4	3	2,3	3	3,5	3,4	3,4	2,3,5	3,4	2,3,4
Riverside, CA	2,4,5	2,3,4	2,3	Y	Y	Y	Y	4	Y	2,3,4	2,3
Rockford, IL	Y	2,3,5	2,3,4	2,3,5	Y	Y	Y	Y	Y	2,3,4	2,3,5
St. Petersburg, FL	Y	2,3,4	2,3	Y	2,3,4	3	2,3,4	2,3,4	Y	2,3,4	1
Salt Lake City, UT	Y	2,3	2,3	2,3,5	2,3	2,3	2	3,4	2,3,4	2,3,4	2,3
Santa Ana, CA	4	1	2	4	2	2	2	1	4	1	3
Savannah, GA	2,4	2,3,4	2	2,5	3,4	3,4	3	2,3,5	2,3	3,4	2,3
Scranton, PA	Not Answered										
Spokane, WA	3,5	4,5	2	3,4,5	3,4,5	3,4	3,5	4	2	3,4	3,5
Springfield, MA	Z	3,4	2	2,3,5	2,3,5	3,5	2	4	Y	3,4,5	3
Springfield, MO	Y	Y	2,3,4	2,3,5	Y	2,3,4	Y	3,4	Y	2,3,4	3,5
Stamford, CT	2,3,5	3	2	2,3,5	2,3,5	2,3,5	2,3,5	2,3,5	Z	2,3	2,3,5
Stockton, CA	2,3,5	4	1	2,3	3	2,3,5	3	5	2,3,4	2,4	3

<u>Cities</u>	<u>Goals</u>	<u>Zoning</u>	<u>Subdiv</u>	<u>Annex</u>	<u>Trans</u>	<u>Rec</u>	<u>Facil</u>	<u>Ser</u>	<u>Neigh</u>	<u>UR</u>	<u>Crisis</u>	<u>CBD</u>	<u>CFP</u>
Tacoma, WA	Y	Y	Y	2,3,5	2,3,5	2,3,5	2,3,5	2,3,4	3,4	2,3,5	2,3	3,4	2,3
Topeka, KS	1	4	4	1	5	5	3	5	3	3	5	4	3
Torrence, CA	---	---	---	---	---	---	---	---	---	---	---	---	---
Trenton, NJ	2,3	2,3,4	Z	Z	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3,4	2,3
Virginia Beach, VA	Y	Y	Y	2	Y	Y	Y	3,4,5	3,4	Z	2,3,4	2	3
Warren, MI	2,3	2,3	2,3	2	2,3	2,3	2,3	2,3,4	4,5	2	2,3	2	2,3
Waterbury, CN	2,3	2,3,5	2,3,4	2	2,3,5	2,3,5	2,3,5	2,3,5	Y	Y	2,3	Y	2,3,5
Winston-Salem, NC	1	1	1	1	3	3	3,4	3,4,5	Y	3	1	2	1
Worcester, MA	Y	2,3,4	2	2	2	2	2	2	Z	Z	Z	Z	2
Youngstown, OH	Y	2,4,5	2	3	3	3	;	;	;	2,3	3	3,4,5	3